

MEMORANDUM FOR HQ AMC/LGC

31 Aug 99

FROM: 62CONS/LGCE

SUBJECT: After Action

1. TRAVELERS: MSgt John Mount & TSgt Richard Risso
62d Contracting Squadron
McChord AFB, Washington
2. PURPOSE: Deployed to Budapest, Hungary as Contingency Contracting Officers in support of Operation ALLIED FORCE, 9 May – 21 July 99. Role was to support ten KC-135 Air Refueler's from the Pittsburgh, PA Air National Guard and six KC-135 Air Refueler's from Fairchild AFB, WA. All 18 refueling aircraft operated from what was called Ferihegy 1, Budapest International Airport.
3. DISCUSSION:
 - a. **PRIOR TO ARRIVAL:**
 1. The ADVON team arrived at the Budapest, Hungary, Ferihegy 1 International Airport and began to set up an operations center on 28 April. This terminal became excess to the Hungarian authorities in December 1998 when Ferihegy Terminal 2B opened. An E-8 deployed from Ramstein and was the only CO on the ground when we arrived. The ADVON CO's primary function was limited by time to procuring emergency requirements to enable incoming personnel to perform their duties and begin sortie generation from the new bed-down location.
 2. Eighteen KC-135's began arriving from Pittsburgh and Fairchild on 6 May and were all in place by 10 May 1999. The facility was obtained and secured by the advance party but the contracting officer was only present for one meeting on 30 Apr 99 with the contractor who operated the facility. The ADVON CO was surprised at the meeting to discover that arrangements had not already been made for contracting for the facility prior to the arrival of the ADVON team. No arrangements for the facilities

b. ARRIVAL:

1. TSgt Risso and I landed in Budapest, Hungary on 9 May 99. We arrived by commercial air due we were told it was virtually impossible to get a flight out from Ramstein to Budapest by MILAIR. After arriving and asking local authorities twenty questions, we were loaded on a shuttle from Terminal 2B over to Terminal 1 which is where USAF personnel were busy setting up offices. After checking in and being given the quick tour, and getting our security badge pictures taken, we were given the afternoon off to recover from the nine-hour time differential.
2. We began working with our ADVON CO on 10 May. For the first 3-5 days, we traveled to work together. I found myself in the position of talking with customers who were all demanding their requirements be handled ASAP. I found we didn't have much of a requirements process in place. An IMPAC requisition form that apparently the ADVON CO had brought was reproduced and this is what everyone used to describe their requirements. At this point, we had no quality control or requisition approval process in place. Almost anything written down was accepted. After finding many incomplete forms and emergency requirements for pens and things everyone should have brought with them, I modified the form to include an approval block. This approval was elevated to the group CC level to ensure we prioritized and legitimized what was truly an emergency requirement. This helped reduce requirements to more legitimate needs.
3. TSgt Risso and I found ourselves literally working out of our CCO kit suitcase which we placed on the floor since all tables, chairs and usable offices had been snatched by all other organizations while the ADVON CO was out busy purchasing emergency supplies for them. Without so much as a chair or table to work from, the organizational structure was disorganized from the start. After obtaining additional vehicles, cell phones, interpreter support, TSgt Risso and I became fully prepared to handle the lines of customers.

c. ORGANIZATION:

1. The structure of the organization continued to evolve during the first three weeks after our arrival. We finally became the 171st Expeditionary Air Base Squadron, reportable to the 171st Expeditionary Operations Group, who fell under the direction and

planes won't fly" became the norm since everything was an emergency and by stating this, some believed this would make a difference.

2. Without having the LG to take the heat or at least provide cover when others came head hunting, the heat fell directly on us. The Support Group CC began to prioritize requirements approved by the groups based on what he thought was most important. When something laid on his desk or didn't get to us as quickly as it should have, the heat usually fell on us to fix the problem. I recall one Sunday afternoon, how I and another CO had to run off quickly to buy floor fans for an O-6 because the requirement never got off the Major's desk.

d. **WORKLOAD:**

1. On our first day, a decision needed to be made quickly as to who would negotiate with the facility contractor for use of the airport terminal, maintenance and battery cell facilities, hanger facility, and support services they were already providing. As the most experienced contracting person, I seized the challenge and looked forward to negotiating with the Air Traffic and Airport Administration (hereafter referred to as "LRI"). The ADVON CO continued to buy emergency supplies and equipment items (copiers, faxes, computers, office supplies, repair parts, etc). TSgt Risso was assigned responsibility to clean-up the billeting mess created by a services captain who came on the ADVON. She had entered into handshake agreements with a dozen or so hotels throughout Budapest for projected incoming personnel. There were misunderstandings caused by language differences, the way the US Government does business, etc. The most serious concern was payment arrangements that required immediate attention. TSgt Risso also took charge of securing additional rental vehicles that exceeded LRI's capability and additional cell phones needed as the operation expanded.
2. Although each of our roles became distinctly different and we each headed our separate ways to get the job done, we spoke to each other often by cell phone.
3. On 14 May, MSgt Doug Willard arrived from Tyndall AFB. Despite having just two years of contracting experience, he performed admirably. He went to work immediately with the ADVON CO, eventually replacing her after two weeks to procure all emergency supplies and services on a daily basis.

to ground fuel, shuttle services, and leasing of four buildings. The initial phase to negotiate and award the contract was extremely time consuming. Although I became involved in the negotiations, the Major who assumed support facility responsibility from the Lt Col was reluctant to turn control of the negotiations over to me. I found it very difficult to put into writing all the verbal agreements and handshakes made between LRI and the Lt Col and Maj before my involvement in the negotiations. Despite, LRI's unwillingness to allow me to execute a typical AF style contract, I was able to incorporate into the agreement, sufficient FAR language to secure the USAF's interest.

6. From 9 May through 30 May, I spent most of my days in smoke filled rooms, hovering over a laptop, developing provisions that were mutually agreeable to LRI. We would spend countless hours discussing a sentence or a paragraph until we could agree to the final language version and it made sense in both English and Hungarian. Almost two full days was spent reviewing and discussing liability issues. The result of these discussions was one simple paragraph. Three predecessor agreements (Status of Forces, Omnibus, and Partnership for Peace) which were entered between government entities/NATO should have clarified terms and conditions of our contract but instead only complicated matters. The terms and conditions of these had to be reviewed for conflict with the terms and conditions of the contract we were creating. Further, the role of our presence had to be defined as to whether we were acting as a National Support Element (NSE) or as a NATO Peacekeeping Force. Since the forces and funding for the USAF presence was from the US, it was determined we were acting in the capacity of a NSE. This led to changing all terms of the agreement to reflect that we were in "Support of NATO peacekeeping efforts" rather than acting as a NATO force.

e. FUNDING:

1. TSgt Risso and I arrived with IMPAC charge cards without an obligation document (fund cite). Since the finance team came from McGuire, we believed the \$500K they arrived with was to cover our IMPAC, SF44 and other contract instrument obligations. We discovered a few days after using our IMPAC cards that the funding the FMers from McGuire AFB brought was to be used strictly for, PO's, BPA's and travel advances. We began working this problem and because we couldn't reach agreement, we had to involve MAJCOM personnel to help. FM realizing the problem, attempted to high behind a "draft" AFI which our local FM guys had not seen.

f. OTHER SUPPORT AGENCIES:

1. Within days of arrival, the ADVON CO was contacted by Defense Logistics Support Command, Defense Supply Center Philadelphia, European Region, Lt Col Barry Fagan and informed of various supply and services contracts, BPA's and other agreements they had in their possession that we could use. In addition, they offered to allow us to work from their office which came complete with computers, phones, interpreters and all the office supplies we needed. Although we didn't use most of the services they had, we did take advantage of a bottled water BPA and were beginning to utilize other sources when everything was put on hold in mid/late June.

g. PURCHASING PROCEDURES:

1. We used the IMPAC charge card as much as possible augmenting it with SF 44's for emergency purchases. BPA's were the standard tool used for establishing agreements with hotel and the bills were paid using the IMPAC. BPA's were also used for ground fuel (used exclusively for AGE) and the aircraft wash contract. Only one contract was awarded which comprised all services provided by LRI for use of the facilities and flight operation support services.

h. REDEPLOYMENT:

1. We were notified of plans to redeploy on 17 June. The Budapest location was scheduled to be in phase 3 of the redeployment plan because KC-135's were critical to refueling the many sorties it would take to get all personnel and equipment home. We began preparing for a return of sometime in early to mid Sep. The planners began the initial meetings to discuss redeployment requirements and we began asking questions about ordering boxes, wrapping materials, banding wires, wood, etc. to get everything we purchased home without damage. No one appeared to be in a big hurry since we had plenty of time.
2. On 26 June, all heck broke loose. The word came down from HQ that they wanted everyone home by the 4th of July. This meant, all the phased planning diagrams, worksheets, and spreadsheets went into the trash can and we basically started to move all equipment, materials and personnel onto planes as soon as possible. Computers, copiers, fax machines, and phones procured were identified for return to Ramstein because of their high cost. All tables, chairs, paper, bulky items that were considered

4. Claims and settlements due to damages was very minimal. Less than \$500 for renting over 80 vehicles. To return LRI's facilities back to their original state, minus improvements that they allowed to remain, equated to less than \$7,500. The only costly expense was one of the hotels we had contracted. Although all BPA's required the USAF provide a 30 day notice, of intended vacancy, all hotels but one allowed us to ignore this provision when the word came down to move out. The Hungaria Hotel required the 30 days notice upon termination. TSgt Risso negotiated a settlement of \$30,000 which was \$277,000 less than the amount requested.

4. RECOMMENDATIONS/SUMMARY:

1. Contracting should have sent at least 2 or 3 personnel on the ADVON team to handle the workload at the onset. The 1 CO was scrambling to take care of the customers without the ability to secure an office to work from or negotiate for the facility that was being used. This was not the right way to begin the operation and was a difficult situation from a negotiation standpoint.
2. We need to see procedures put in place that will allow a CCO to deploy with an unfunded IMPAC card and allow a FM'er from another location to arrive with an accounting line that can be used for reimbursement of the commitments made by the CCO. We (including our local FM) didn't realize that a AF Form 4009 should have been generated and funded locally before we departed McChord AFB.
3. The ADVON CO sets the tone for the operation. If the processes are well organized from the start, things should run rather smoothly. Partly, it was due to dealing with ANG and AFR personnel who operate differently from active duty. I'm not sure if there was anything that could have been done differently to prevent what occurred.
4. Overall, the mission went pretty well. All customers received what they needed before it was required. Most customers appreciated the hard work we did and supported us in many ways.
5. I would like to add that Budapest was a great location to be deployed to. Staying in a 5-Star hotel was more than we expected or could imagine. We left thinking we would be living in tents, surviving on MRE's and living through the hardships we saw on TV. During our last couple of weeks there, with lag time between closing out contracts and finalizing BPA's, we did take some time to see the country side. Hungary is a wonderful place to visit and Rick and I left with lasting memories.